

ZONING ORDINANCE AMENDMENTS STUDIES:**NORTH SHATTUCK AND ELMWOOD COMMERCIAL AREAS****WORKING PAPER #1: ISSUES AND CANDIDATE SOLUTIONS**

Prepared for the City of Berkeley

by

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1.0. INTRODUCTION

Although Berkeley adopted revised commercial district zoning regulations in July 1981, rapid and controversial changes in the North Shattuck and Elmwood districts have provided the impetus for this study of possible further revisions. In September, citizens' groups in both areas convinced the City Council to adopt emergency ordinances limiting development in both areas until new ordinances could be adopted. Council findings for North Shattuck were that "the current intensity of vehicular flow, parking shortage, and extent of commercial development has directly and detrimentally affected the safety, welfare, and tranquility of the surrounding residential areas, thereby conflicting with the Master Plan commercial policies."

Council findings for the Elmwood area were that "the existing C-1B regulations do not adequately address the goals of encouraging regionally oriented businesses to locate in the central commercial district and discouraging them in neighborhoods traditionally served by community commercial districts." It was also found that "existing C-1B regulations do not adequately protect residential streets in the Elmwood area from the traffic and parking generated by intense activity."

The ordinances direct the Planning Commission to develop proposals for amendments to the Zoning Ordinance.

The city has retained Blayney-Dyett to:

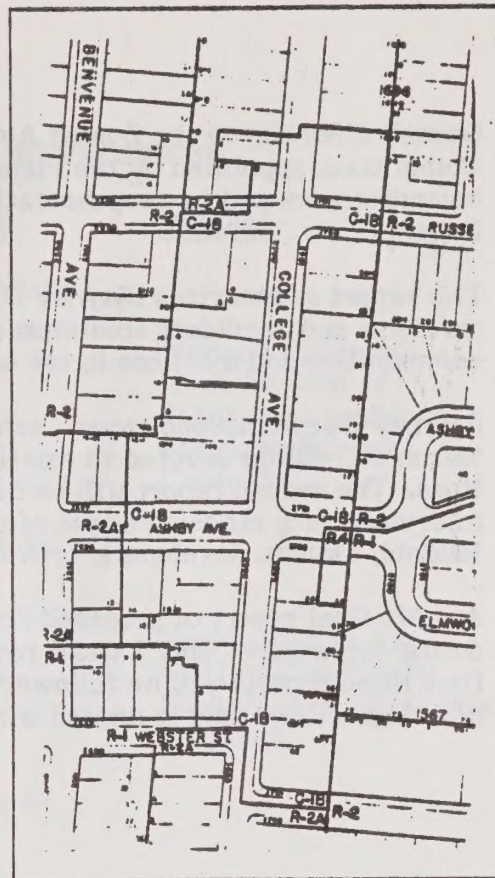
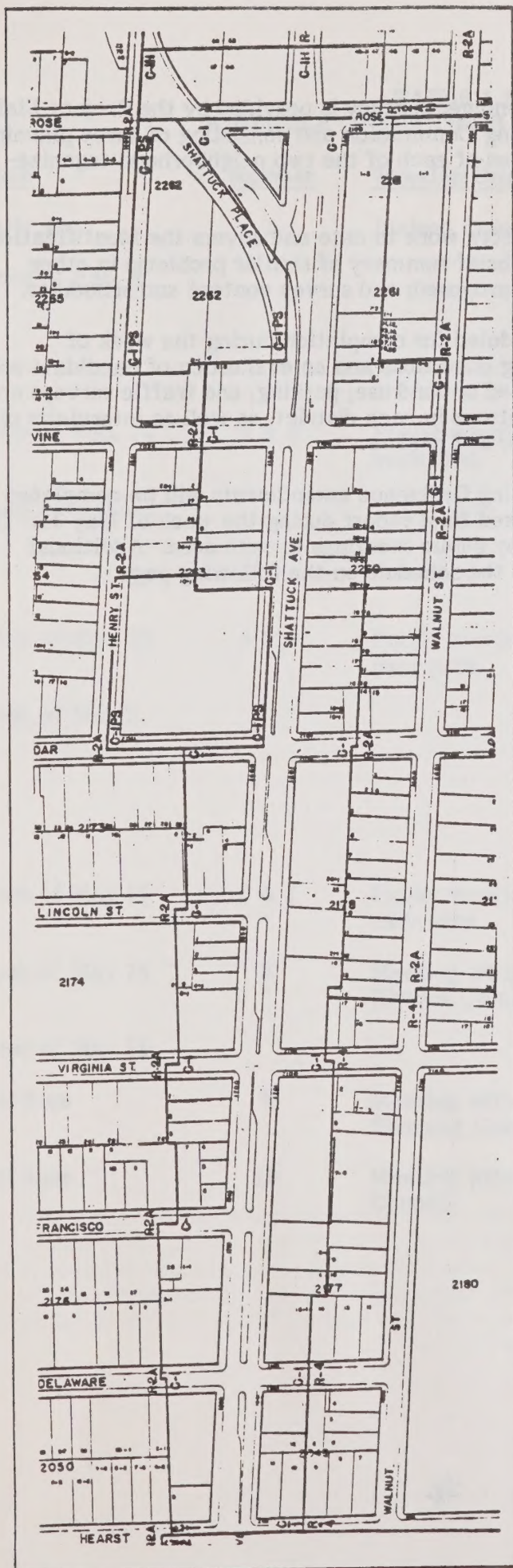
1. Investigate the issues identified in the emergency ordinances and others that emerge through the course of the project.
2. Explore comparable situations and methods of addressing them in other localities.
3. Develop alternative approaches that respond to the issues.
4. Prepare recommendations, including Zoning Ordinance amendments, for action by the Planning Commission and City Council.

Field surveys and other assistance to Blayney-Dyett will be provided by two University of California work-study students hired by the city.

The two neighborhood groups that were instrumental in convincing the Council to adopt the emergency ordinances and fund the study, and that continue to be actively involved in the process, are:

The North Berkeley Alliance (NBA) is a coalition of existing neighborhood organizations formed in the summer of 1981. (The North Shattuck Area Plan Committee (NSAPC) was formed after the ordinance adoption with the purpose of preparing a Neighborhood Area Plan as envisioned by the city's 1977 Master Plan.)

The Elmwood Preservation Alliance (EPA) was formed in late summer 1981. The Zoning Committee has conducted surveys and prepared specific recommendations, beginning in 1981, with some committee members having been involved in similar issues through other neighborhood organizations since 1976.



Elmwood Commercial Area

EXISTING ZONING



0 500'

Source: City of Berkeley Comprehensive Planning Department

North Shattuck Commercial Area

Overall direction to the Zoning Amendments Study is provided by the Project Liaison Committee, appointed by the Planning Commission and consisting of three planning commissioners and two representatives of each of the two neighborhood organizations.

This report summarizes Blayney-Dyett's work to date and covers the identification of problems and candidate solutions; a brief summary of similar problems in other communities and solutions in use or proposed; and survey content and schedules.

Blayney-Dyett's second report, scheduled for completion during the week of March 29, will be devoted to existing conditions and an evaluation of candidate solutions. The second report will be based on land use, parking, and traffic surveys and interviews of a random sample of patrons in each district, as well as interviews of tenants, owners, developers, brokers, and lenders.

A draft final report of proposed Zoning Ordinance amendments will be completed during the week of May 3 and a revised final report during the week of May 31. The first three reports will be followed by public meetings in each area. Additional meetings will be held in accord with the schedule on the following page.

TABLE 1.1
SCHEDULE OF MEETINGS AND PRODUCTS

<u>Time</u>	<u>Number</u>	<u>Meeting Group</u>	<u>Product</u>
Early Jan.	1	Liaison Committee	
Week of Feb. 8			Working Paper #1: Identification of Problems; Candidate Solutions; Survey Content
Week of Feb. 15	2 & 3	Public meeting in each area	
Week of Mar. 29			Working Paper #2: Existing Conditions; Evaluation of Candidate Solutions
Week of Apr. 12	4 & 5	Public meeting in each area	
Week of May 3			Draft Final Report: Proposed Zoning Ordinance Amendments (with supporting data and description of intent)
Week of May 17	6 & 7	Public meeting in each area	
Week of May 24	8	Meeting with Downtown Review Committee	
Week of May 31			Revised Final Report
Mid June	9	Meeting with City Planning Commission	
Mid June	10	Meeting with City Council	

2.0. NORTH SHATTUCK

2.1. BACKGROUND

The North Shattuck C-1 general commercial district extends along both sides of Shattuck Avenue from the north side of Hearst Street to the north side of Rose Street, and along Vine Street Between Shattuck and Walnut. The only significant 1981 ordinance amendment was to require a use permit for businesses open later than 10 p.m. Two sites in North Shattuck, the Safeway and Co-op market sites, are zoned C-1PS, general commercial with a planned shopping overlay district that requires off-street parking and loading and sets site development standards.

The Lucky supermarket was built in 1947 and the Co-op and Safeway markets in the early 1960's. In 1971, two restaurants, Chez Panisse and Warzawa, were opened and Walnut Square, a complex of shops, offices, and restaurants at Walnut and Vine streets, was built. A steady intensification of uses culminated in 1981 with completion of North Berkeley Center, a complex of 48 shops and offices built at Cedar and Shattuck, and construction began on Shattuck Commons (Shattuck at Rose), a complex intended to house 16 shops and 7 offices.

Primarily in reaction to the construction of North Berkeley Center and Shattuck Commons, the North Berkeley Alliance was formed in mid-1981 as a coalition of existing neighborhood organizations. The Alliance had as its main goal to stop the fast pace of development in the area until the effects on the surrounding community could be determined. Organizations participating in the North Berkeley Alliance are: the North Berkeley Neighborhood Council, a neighborhood association; the Live Oak Neighborhood Association; the Shattuck Avenue Co-op Council, an interest group concerned with the physical and business aspect of the co-op market; and Urban Ecology, an interest group concerned with urban policy research, education, and energy. The North Berkeley Alliance drafted the ordinance that imposes a moratorium on development, which was enacted by the City Council on September 15.

After the adoption of the moratorium, the North Shattuck Area Plan Committee (NSAPC) was formed to begin work on a neighborhood area plan. The North Shattuck Area Plan Oversight Committee has since been organized, as mandated by the Master Plan, to oversee an amendment to the Master Plan for the North Shattuck area.

2.2. LAND USE CATEGORIES

A classification of business types is a necessary basis for discussing commercial development intensity and traffic generation. However, a definitive grouping of local-serving vs. region-serving is impractical. For all but a few neighborhood businesses, such as a laundromat or a bank, the service area depends on size, price, quality, variety, advertising, and other business practices. The categories below group businesses with similar location needs and may be useful in devising regulations intended to maintain a balance of use types.

1. Neighborhood Convenience Stores and Services: 20 Establishments

Essential neighborhood services traditionally associated with neighborhood shopping and heavily patronized by persons living within walking distance. Some, including supermarkets, must draw from a much larger service area to maintain volume.

2. Specialty Foods: 17 Establishments

Food consumed off the premises other than general grocery stores. The service area depends on size, extent of specialization, and ability of operator. A bakery, for example, may draw from a very large area. Most need locations near other food stores or near consumers and could not readily be located downtown.

3. Restaurants: 22 Establishments

These range from low-priced establishments dependent on walk-in business to restaurants that draw from the entire Bay Area.

4. Specialty Stores and Services: 68 Establishments of Which 14 are Classified 4/1

All outlets not elsewhere classified. Some, classified 4/1, carry merchandise or provide services that are wanted close to home, making relocation to downtown a distinct loss to district vitality and convenience. Examples include hardware, camera, stationery, and book stores. Those not classified 4/1 could, in theory, locate downtown, although they may not succeed there because of duplication or because they depend on linkages to nearby stores that attract potential customers.

5. Automotive Services: 5 Establishments

Includes service stations and repair.

6. Offices and Financial Institutions: 45 Establishments

Banks and savings and loan associations are classified 6/1 because they clearly serve a neighborhood function, although excessive space devoted to these uses has forced out neighborhood stores in neighborhood districts elsewhere. Most other offices could be located downtown, although some, such as real estate and travel services, may depend on a location close to patrons.

2.2.1. Existing Permitted and Conditional Uses

The following table classifies North Shattuck's 177 business establishments, as surveyed in January 1982, by the previously described categories and by Zoning Ordinance definition with a "P" under the zoning district to indicate a permitted use (use by right) and a "C" to indicate a conditional use (requiring a use permit).

TABLE 2.1
NORTH SHATTUCK: EXISTING
COMMERCIAL USES AND ZONING REGULATIONS

	Zoning District			
<u>CATEGORY 1: NEIGHBORHOOD CONVENIENCE STORES AND SERVICES</u>	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Beauty or Barber Shop:</u>	P	P	P	P
Artistic Beauty Salon				
Beauty by Grace				
Cameo Coiffures				
Cappeli Hair Design				
Dale's Barber Shop				
Fleet Street				
Peter Thomas Hair				
The Raven				
Tony's Service Barber Shop				
<u>Cleaning & Dyeing Establishments:</u>	C			
<u>Drugs & Personal Care Items:</u>	P	P	P	P
About Face & Body				
Bath Products				
Bill's Drugs				
Co-op Pharmacy				
<u>Food Products:</u>	P	P	P	P
Co-op Supermarket				
Lucky Supermarket				
Safeway Supermarket				
Salubrious Natural Foods				
The Produce Center				
<u>Laundry & Dry Cleaning Agents:</u>	P	P	P	P
Bing Wong Cleaners				
Virginia Cleaners				
<u>Offices, Government</u>	P	C	C	
U.S. Post Office				
<u>Repair of Personal or Household Items:</u>	P	P	P	P
<u>Self-Service Laundry/Cleaning:</u>	C	C	C	C
Bing Wong Wash Center				
TOTAL: 22 Establishments				

<u>CATEGORY 2: SPECIALTY FOODS</u>	Zoning District			
	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Bakery Goods:</u>	P	P	P	P
(2/1) Toots Sweets				
(2/1) Virginia Bakery				
<u>Food Products, General & Specialized:</u>	P	P	P	P
(2/1) Baskin & Robbins				
(2/1) Berkeley Fish				
(2/1) Borelli's Deli				
(2/1) Cherry Berry Coffee Tree				
(2/1) Cocolat				
(2/1) Ideal Meat Market				
(2/1) Le Croissant				
(2/1) Lenny's Meats				
(2/1) Pasta Shop				
(2/1) Peet's Coffee				
(2/1) Pig by the Tail Charcuterie				
(2/1) Sweet Temptations				
(2/1) The Cheese Board				
(2/1) Viva Croissant				
(2/1) Vivoli's II				
<u>Food Sales for Immediate Consumption</u> <u>Incidental to the Sale of Food Products:</u>	C	C	C	C
<u>Food Stands:</u>	C			
TOTAL: 17 Establishments				
 <u>CATEGORY 3: RESTAURANTS</u>				
<u>Restaurants:</u>	C	C	C	C
Chez Panisse				
Egg Shop and Apple Press				
French Hotel Cafe				
Fugetsu				
Genjii				
H. Salt Esquire Fish & Chips				
Kafeno Coffee House				
Kentucky Fried Chicken				
La Casita				
La Cuisine				
Mama's BBQ				
Mary's Place				
Oscar's				
Poulet				
(3/2) Rosenthal's Deli & Restaurant				
Siboney				

	Zoning District			
<u>CATEGORY 3: RESTAURANTS (cont.)</u>	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Restaurants (cont.):</u>				
Smokey Joe's Cafe				
The Juice Bar				
Upper Level Cafe				
Vegi Food				
Warzawa				
Yangtze River				
TOTAL: 22 Establishments				
 <u>CATEGORY 4: SPECIALTY SHOPS AND SERVICES</u>				
<u>Adult-Oriented Businesses:</u>	C			
<u>Alcoholic Beverages Sales & Service:</u>	C	C	C	C
North Berkeley Wine Co.				
<u>Animal Care Establishments:</u>	C	C	C	C
Shattuck Veterinary Clinic				
<u>Antiques:</u>	P	C	C	C
Aura Antiques & Trade				
<u>Appliances:</u>	P	C	C	C
Pacific Telephone Phone Center Store				
<u>Art Supplies:</u>	P	P	P	C
Art Graphics				
Le Crayon				
The Mitre Box Framing				
Uptown Graphics Framing				
<u>Arts & Crafts:</u>	P	C	C	C
Arts and Crafts Co-op				
Iris Too Gallery				
The Children's Gallery				
Zosaku				
<u>Bicycles (4/1):</u>	P	C	C	C
<u>Books (4/1):</u>	P	P	P	P
Ben Franklin Books				
Books and Prints				
King Books				
Serendipity Books				
Small Press Books				

CATEGORY 4: SPECIALTY STORES AND SERVICES (cont.)	Zoning District			
	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Cameras & Photographic Supplies (4/1):</u> Ag Photo	P	P	P	C
<u>Clothing & Accessories:</u> By Hand Dahlia Earthly Goods Far and Few Golden Calf Leathers Just Pants La De Da Moods for Moderns Oui Oui Children's Wear Outback Ragtime Rosebud The Walk Shop	P	P	P	P
<u>Commercial Recreation:</u>	C	C	C	C
<u>Computers & Supplies:</u> Aleph Computer Systems	P	C	C	C
<u>Copy & Printing Service (4/1):</u>	P	P		C
<u>Custom Tailoring:</u> Christopher's Tailor/Alterations Sew What	P	P		C
<u>Fabrics & Sewing Accessories:</u> Handloomed Fabric Store On Edge Patience Corners	P	P	P	C
<u>Flowers & Plants (4/1):</u> Berkeley Florist Cedar Street Flowers Flowers and Plants Green Grocery Orchids, Inc.	P	P	P	P
<u>Furniture:</u> Lamori Interiors Wyatt & Duncan	P	C	C	C
<u>Garden Supplies:</u> Co-Op Garden Supply	C			

	Zoning District			
<u>CATEGORY 4: SPECIALTY STORES AND SERVICES (cont.)</u>	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Gifts:</u>	P	P	P	C
Bird in Hand				
Funny Farm of England				
Hansa				
Mamiji				
Mills' Musical Gifts				
Oak Tree				
Ranko's				
Zebra				
<u>Glass Stores:</u>	C			
<u>Hardware (4/1):</u>	P	P	P	C
Co-op Hardware/Variety				
Home Alarms				
Light Fixtures				
<u>Hotels:</u>	C			
The French Hotel				
<u>Housewares (4/1):</u>	P	P	P	C
Flash in the Pan				
<u>Merchandise, General:</u>	P	C	C	C
<u>Mortuaries:</u>	C			
<u>Motion Picture/Other Theaters:</u>	C	C	C	C
<u>Music & Dance Studios:</u>	C			
<u>Musical Instruments & Material:</u>	P	C	C	C
Paragon Music				
<u>Office Supplies:</u>	P	C	C	C
<u>Open Air Markets:</u>	C			
<u>Opticians:</u>	P	P	P	P
<u>Paint & Wallpaper Supplies:</u>	P	P	P	C
<u>Pawn Shops:</u>	C			
<u>Pet Stores:</u>	C	C	C	C

	Zoning District			
<u>CATEGORY 4: SPECIALTY STORES AND SERVICES (cont.)</u>	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Phonograph Records & Tapes:</u> Virgin Records	P	P	P	C
<u>Photography Studios:</u>	P	P		
<u>Plumbing Shops:</u> University Plumbing & Hardware	C			
<u>Private Clubs:</u>	C			
<u>Radio & Television:</u> Dale Sanford TV	P	P	P	C
<u>Second-Hand Stores:</u> Village Thrift Shop	C			
<u>Sporting Goods:</u> Co-op Wilderness Supplies North Side Sports	P	P		C
<u>Stationery:</u> Papyrus	P	P	P	P
<u>Stereo & Tape Recording Equipment:</u>	P	C	C	C
<u>Storage of Goods & Materials:</u>	C			
<u>Testing Laboratories:</u> We Search & Develop Laboratory	C			
<u>Variety Goods:</u> Co-op Variety	P	P	P	P

TOTAL: 68 Establishments

CATEGORY 5: AUTOMOTIVE SERVICES

<u>Auto Parts Stores:</u>	C
<u>Auto Rental:</u>	C
<u>Auto Repair:</u> Mac's Foreign Car Service	C
<u>Auto Sales/Service:</u>	C

Zoning District

**CATEGORY 5: AUTOMOTIVE
SERVICES (cont.)**

	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Motorcycle Sales & Service:</u>	C			
<u>Service Stations:</u>	C			
Fill 'em Fast Gasoline				
Chevron Gas Station				
Shell Gasoline				
Union Gas Station				
<u>Trailer Sales/Rental:</u>	C			
TOTAL: 5 Establishments				

**CATEGORY 6: OFFICES AND
FINANCIAL INSTITUTIONS**

Banks & Savings & Loans Associa-
tions (6/1):

Bank of America
Bank of California
First Enterprise Bank
State Savings & Loan
Twin Pines Federal Savings & Loan

C C C C

Financial Services Other than Banks &
Savings and Loan Associations:

California International Commodity Co.
Vanguard Investments

P P C

Insurance Services:

P P C

Offices, Dental & Medical:

L. Handmacher, Optometrist
Michael Seskin, DDS
1650 Walnut Pediatrics
U. of C. Acupressure Workshop

P C C

Offices, General:

Jungian Senoi Institute
Synergy Power Institute
The Work Service

P P C

CATEGORY 6: OFFICES AND FINANCIAL INSTITUTIONS (cont.)	Zoning District			
	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Offices, Government:</u>	P	C	C	
State of California, Dept. of Health Services				
State of California, Dept. of Industrial Relations				
State of California, Dept. of Social Service				
<u>Offices, Professional Other than Medical & Dental:</u>		P		
Allen Associates				
William Dawson, Structural Engineer				
Emerson & Gunderson, Attorneys				
E. Paul Kelly, AIA				
Kemp & Kemp, AIA				
Stanley R. Kendall, Attorney				
Payne-Maxie				
Roman & Hoehn, Attorneys				
Wyatt & Duncan, Attorneys				
<u>Real Estate Services:</u>	P	P	P	P
Abacus Realty				
Homefinders' Rentals				
Art Kapoor Realty				
Irene Kirk				
Mason & McDuffie, Realtors				
Bill McQuistan, Real Estate				
Alma Naismith, Realtor				
Rent-A-Home Data Bank				
David Robinson, Realtor				
The Miramonte Co., Real Estate				
The Sandel Company				
Transcentury Realty Masters				
Walnut Realty				
<u>Title Companies:</u>	P	C	C	C
First America Title Guaranty Co.				
Northwestern Title Co.				
<u>Travel Agencies:</u>	P	P		C
Berkeley Passages				
Berkeley Unified Travel Service				
One Stop Travel Shop				
Point of Departure				
TOTAL: 45 Establishments				

2.3. TRAFFIC AND PARKING

The Co-op parking lot is usually full and the Safeway lot is often full. Installation of parking meters in December 1981 has put more pressure on the lots as patrons avoid the cost and stress of meter parking. The impacts of shopper, employee, and commuter parking on the parking supply in both commercial and residential areas will be surveyed.

Shattuck Avenue carried 16,000 vehicles per day in 1972—not a heavy volume for a four-lane divided street. Current peak-hour counts will be taken. On-street loading and parking lot entrances impede flow.

The Berkeley Department of Public Works studied the Shattuck and Vine intersection in 1981 following a pedestrian accident that brought renewed requests for a signal. The study noted that the intersection had been ranked 11th in the city among those needing signals by a 1977 study. Prohibition of left turns and U turns from 7 a.m. to 7 p.m. for northbound traffic and prohibition of U turns for southbound traffic was recommended. The study also proposed conversion of Shattuck Avenue between Rose and Shattuck Place to a parking area for 36 cars with entrances from Rose only.

2.4. URBAN CHARACTER

Preliminary observations:

- Vitality; diversity.
- Each block face different; weak visual cohesiveness; no sense of street enclosure except on Vine.
- Many interesting buildings.
- South boundary not clearly defined; district extends beyond normal walking distance.
- Parking lots disrupt pedestrian flow; cause gap-toothed appearance on west side of Shattuck.
- Supermarkets are major attractors of patrons and provide the parking destination from which other businesses are visited.
- Heavy traffic and large amount of paved area for streets and parking create auto-dominated feeling.

2.5. ISSUES

The following list is based on initial interviews and materials supplied by interested citizens.

1. Loss of service businesses due to rising rents.
2. Too many expensive stores.

3. Parking shortage and traffic congestion.
4. Loss of diversity in both stores and people.
5. Overdevelopment—too many sites and too intense.
6. Future of Lucky's site and adjoining school's site.
7. Trend toward region-serving businesses.
8. New development poaching on existing private parking lots.
9. Potential for additional auto-related uses.
10. Commuter and local employees' parking in lots and residential areas.

2.6. TRENDS

With a natural trade area that includes all of North Berkeley plus portions of Albany and Kensington and with two exceptionally strong supermarkets as anchors, North Shattuck is an attractive location for almost any retail business permitted there. Potential patrons are there already, parking is available or could be provided, and the atmosphere is more attractive than downtown to affluent patrons.

The real disposable income of the Berkeley portion of the North Shattuck trade area has risen and merchandising practices are adjusting. The median income of families and unrelated individuals in the census tracts north of the University and east of Grove Street and the Alameda was 130 percent of the Berkeley median in 1970. The 1980 census is likely to show a greater spread when it becomes available in late 1982.

Commercial rents exceeding downtown levels (excluding food stores) demonstrate business prosperity. Taxable sales in 1977 dollars increased from \$3.85 million in 1973 to \$6 million in 1977—an 11.5 percent average annual gain.

If current forces prevail, use of "underdeveloped" properties will be intensified, supermarkets (particularly Co-op) will have to police the use of their parking lots diligently, and businesses with low rent-paying capability will disappear or relocate to Grove, University, Downtown, Hopkins, or San Pablo.

Possible regulatory solutions to North Shattuck's problems fall in three broad categories:

1. Measures that attempt to maintain a desired mix of businesses by reducing rent pressures on those least able to pay.
2. Measures that attempt to avoid adverse impacts by limiting more intensive development.
3. Requiring off-street parking to mitigate the impacts of more intensive development or to discourage it.

Candidate solutions are described in Section 6.

These perceptions of North Shattuck's problems are preliminary and do not include the results of surveys of patrons and business operators to be conducted. Additional thoughts are welcome.

3.0. ELMWOOD

3.1. BACKGROUND

The Elmwood commercial area, a compact retail district covering slightly more than two blocks of College Avenue between Webster and Russell streets and part of Ashby Avenue between College Avenue and Benvenue Avenue, is or was a classic neighborhood shopping district at a transit stop. Since the early 1970's, it has increasingly attracted businesses that draw customers from outside its immediate neighborhood.

In 1975, the Claremont-Elmwood, Bateman, and Willard Park Neighborhood Associations and the Elmwood Merchants' Association made recommendations to the Planning Commission for development of a new Master Plan for transportation and land use policies in the Elmwood area. The Planning Commission instituted a four-month moratorium on building permits, which was subsequently replaced with an interim resolution that required a use permit and public hearing by the Board of Adjustments for all changes in commercial occupancy in the Elmwood area. In November 1975, the Elmwood community organizations submitted a proposal for zoning district regulations to replace the existing C-1 regulations.¹ This proposal was rejected by the Planning Commission as too difficult to administer, but amendments to the C-1 regulations restricting the total size of establishments and limiting the percentage of non-service uses were enacted for Elmwood.

In May 1978, the City Council adopted two additional commercial zoning districts, the C-RN restricted neighborhood commercial district and the C-N neighborhood commercial district, classifying Elmwood C-RN. In 1981, a new C-1A community commercial district was created "to provide locations for businesses providing goods and services to serve surrounding neighborhoods." The C-RN district was revised and retitled as the C-1B retail commercial district to give priority to space for neighborhood retail uses in locations where intensity of activity threatened to crowd them out. Elmwood was designated C-1B.

In late summer 1981, sale of the Elmwood Pharmacy building, and an impending rent increase that would put Ozzie's Fountain (a subtenant) out of business, caused an outburst of concern for the future of the district. The Elmwood Preservation Alliance was formed.

Currently, a commercial rent control petition is being circulated, and the requirement in the interim ordinance that new businesses be subject to approval at a Board of Adjustments hearing, if requested by a petition with 50 signatures, is being exercised.

The Elmwood Landmarks Committee is seeking an historic district landmark designation. Separate applications are being prepared for the Wells Fargo Bank and the Elmwood Theatre.

¹For a summary of this proposal see: Comprehensive Planning Department, Zoning Controls for Neighborhood Commercial Districts, Berkeley, September 1977.

3.2 LAND USE CATEGORIES

A classification of business types is a necessary basis for discussing commercial development intensity and traffic generation. However, a definitive grouping of local-serving vs. region-serving is impractical. For all but a few neighborhood businesses, such as a laundromat or a bank, the service area depends on size, price, quality, variety, advertising, and other business practices. The categories below group businesses with similar location needs and may be useful in devising regulations intended to maintain a balance of use types.

1. Neighborhood Convenience Stores and Services: 20 Establishments

Essential neighborhood services traditionally associated with neighborhood shopping and heavily patronized by persons living within walking distance.

2. Specialty Foods: 6 Establishments

Food consumed off the premises other than general grocery stores. The service area depends on size, extent of specialization, and ability of operator. A bakery, for example, may draw from a very large area. Most need locations near other food stores or near consumers and could not readily be located downtown.

3. Restaurants: 8 Establishments

These range from low-priced establishments dependent on walk-in business from regular customers to restaurants seeking a more diverse clientele.

4. Specialty Stores and Services: 39 Establishments of Which 8 are Classified 4/1

All outlets not elsewhere classified. Some, classified 4/1, carry merchandise or provide services that are wanted close to home, making relocation to downtown a distinct loss to district vitality and convenience. Examples include hardware, camera, stationery, and book stores. Those not classified 4/1 could, in theory, locate downtown, although they may not succeed there because of duplication or because they depend on linkages to nearby stores that attract potential customers.

5. Automotive Services: 1 Establishment

Includes service stations and repair.

6. Offices and Financial Institutions: 10 Establishments

Banks and savings and loan associations are classified 6/1 because they clearly serve a neighborhood function, although excessive space devoted to these uses has forced out neighborhood stores in neighborhood districts elsewhere. Most other offices could be located downtown, although some, such as real estate and travel services, may depend on a location close to patrons.

3.2.1. Existing Permitted and Conditional Uses

Table 3.1 classifies Elmwood's 84 business establishments, as surveyed in January 1982, by the previously described categories and by Zoning Ordinance definition with a "P" under the zoning district to indicate a permitted use (use by right) and a "C" to indicate a conditional use (requiring a use permit).

3.3. TRAFFIC AND PARKING

The city's program of diverting traffic from residential neighborhoods, begun in the mid-1970's, increased pressure on the College and Ashby intersection. Removal of curb parking to create left turn lanes in 1976 has improved traffic flow, but College Avenue remains clogged. Ashby, a state highway, carries about 22,600 vehicles per day and College carries 13,000.

Widened sidewalks for pedestrian safety, turnarounds at Webster and Russell west of College, and lengthened parking stalls on College were added at the same time. The city issued revenue parking bonds to purchase and develop the 42-space lot off Russell Street west of College and installed parking meters along College Avenue. Revenues from the lot and street meters and a \$25 per year assessment on each Elmwood district business have met payments.

A five-day survey of metered parking lot occupancy in January 1982 found it full only on Saturday afternoon. There is doubt that all potential users know it exists. Present closing time is 7 p.m., but some merchants believe it could stay open until 10 p.m. or later without adversely affecting adjoining residents.

In November 1981, Berkeley instituted a residential parking permit area in the Bateman neighborhood, bounded by Woolsey Street, College, Ashby, and Telegraph avenues. Vehicles without permits are limited to two hours. One-year permits for residents cost \$20 for the first permit and \$30 for each additional permit.

The impacts of shopper, employee, and commuter parking on the parking supply in adjoining residential areas will be surveyed.

3.4. URBAN CHARACTER

Preliminary observations:

- An old-fashioned, small-town business district.
- Clearly defined boundaries.
- Continuous building facades form a street wall; virtually no gaps or parking lot blight.
- Small stores; few "remodeled" store fronts.
- Predominance of owner-operated businesses; no shopping center slickness or impersonal character.
- Many businesses that can exist only if rents are modest.

TABLE 3.1
ELMWOOD: EXISTING COMMERCIAL
USES AND ZONING REGULATIONS

CATEGORY 1: NEIGHBORHOOD CONVENIENCE STORES AND SERVICES	Zoning District			
	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Beauty or Barber Shop:</u>	P	P	P	P
Alexander Pope Haircutters				
Elmwood Barber Shop				
Great Lengths Hair Parlor				
La Barberia Hair Salon				
Larry's Hair Dresser				
Valeska Beauty Salon				
Van Ess Beauty Salon				
<u>Cleaning & Dyeing Establishments:</u>	C			
<u>Drugs & Personal Care Items:</u>	P	P	P	P
The Body Shop				
Carter's College Avenue Pharmacy				
Elmwood Pharmacy				
<u>Food Products:</u>	P	P	P	P
Burnaford's Grocery				
Butler's Natural Foods				
7-11				
<u>Laundry & Dry Cleaning Agents:</u>	P	P	P	P
Arlene's Cleaners				
College Cleaners				
<u>Offices, Government</u>	P	C	C	
U.S. Post Office				
<u>Repair of Personal or Household Items:</u>	P	P	P	P
College Avenue Electric Company				
John's Shoe Repair				
<u>Self-Service Laundry/Cleaning:</u>	C	C	C	C
Coin-Op Super Wash & Dry				
Elmwood Wash & Dry				
TOTAL: 20 Establishments				

	Zoning District			
<u>CATEGORY 2: SPECIALTY FOODS</u>	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Bakery Goods:</u>	P	P	P	P
(2/1) Nabolom Bakery				
<u>Food Products, General & Specialized:</u>	P	P	P	P
(2/1) Bott's Ice Cream				
(2/1) Cool Cultures Yogurt				
(2/1) Dream Fluff Donuts				
(2/1) Magnum Opus				
(2/1) Sweet Dreams (candy)				
<u>Food Sales for Immediate Consumption</u> <u>Incidental to the Sale of Food Products:</u>	C	C	C	C
<u>Food Stands:</u>	C			
TOTAL: 6 Establishments				
 <u>CATEGORY 3: RESTAURANTS</u>				
<u>Restaurants:</u>	C	C	C	C
Cafe Romano				
College Inn				
Egg Shop & Apple Press				
Gino's Restaurant				
Gourmet Sandwich & Delicatessen				
King Yen				
Ozzie's Lunch Counter				
Petrouchka				
TOTAL: 8 Establishments				
 <u>CATEGORY 4: SPECIALTY</u> <u>STORES AND SERVICES</u>				
<u>Adult-Oriented Businesses:</u>	C			
<u>Alcoholic Beverages Sales & Service:</u>	C	C	C	C
<u>Animal Care Establishments:</u>	C	C	C	C
<u>Antiques:</u>	P	C	C	C
Margo Roberts' Antiques				
<u>Appliances:</u>	P	C	C	C

CATEGORY 4: SPECIALTY STORES AND SERVICES (cont.)	Zoning District			
	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Art Supplies:</u> Blundell's Picture Framing The Gallery Framing	P	P	P	C
<u>Arts & Crafts:</u> Bill's Trading Post The Ethnic Arts Store & Berkeley Inchworms The Mug Shop	P	C	C	C
<u>Bicycles (4/1):</u>	P	C	C	C
<u>Books (4/1):</u> Elmwood Bookshop Lewin's Metaphysical Books	P	P	P	P
<u>Cameras & Photographic Supplies (4/1):</u> Elmwood Camera Shop Fotomat	P	P	P	C
<u>Clothing & Accessories:</u> Andrea Cosmic Jeans Forget-Me-Not Clothes Hunter Jewelry Company The Ivy Shoppe Paris Shoes Patou Turquoise Sky Jewelry White Duck Workshop Young Stuff	P	P	P	P
<u>Commercial Recreation:</u>	C	C	C	C
<u>Computers & Supplies:</u>	P	C	C	C
<u>Copy & Printing Service (4/1):</u> Pip-Postal Instant Press	P	P		C
<u>Custom Tailoring:</u>	P	P		C
<u>Fabrics & Sewing Accessories:</u> Thimblewood The Yarn Bowl	P	P	P	C
<u>Flowers & Plants (4/1):</u> The Indoor Gardener	P	P	P	P

CATEGORY 4: SPECIALTY STORES AND SERVICES (cont.)	Zoning District			
	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Furniture:</u>	P	C	C	C
Gallardo Interiors				
H. Tulanian & Sons				
Slater/Marinoff & Company				
<u>Garden Supplies:</u>	C			
<u>Gifts:</u>	P	P	P	C
Primavera				
Sweet Dreams				
Tail of the Yak Trading Company				
<u>Glass Stores:</u>	C			
<u>Hardware (4/1):</u>	P	P	P	C
Bolfing's Elmwood Hardware				
<u>Hotels:</u>	C			
<u>Housewares (4/1):</u>	P	P	P	
Caravansary				
<u>Merchandise, General:</u>	P	C	C	C
<u>Mortuaries:</u>	C			
<u>Motion Picture/Other Theaters:</u>	C	C	C	C
Elmwood Theatre				
<u>Music & Dance Studios:</u>	C			
<u>Musical Instruments & Material:</u>	P	C	C	C
<u>Office Supplies:</u>	P	C	C	C
<u>Open Air Markets:</u>	C			
<u>Opticians:</u>	P	P	P	P
The Focal Point				
<u>Paint & Wallpaper Supplies:</u>	P	P	P	C
<u>Pawn Shops:</u>	C			
<u>Pet Stores:</u>	C	C	C	C
Your Basic Bird				

CATEGORY 4: SPECIALTY STORES AND SERVICES (cont.)	Zoning District			
	<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Phonograph Records & Tapes:</u>	P	P	P	C
<u>Photography Studios:</u>	P	P		
<u>Plumbing Shops:</u>	C			
<u>Private Clubs:</u>	C			
<u>Radio & Television:</u>	P	P	P	C
<u>Second-Hand Stores:</u>	C			
<u>Sporting Goods:</u> Gunsmith/Archery Benson's Sporting Goods	P	P		C
<u>Stationery:</u> Elmwood Stationers	P	P	P	P
<u>Stereo & Tape Recording Equipment:</u> The Audio Shop	P	C	C	C
<u>Storage of Goods & Materials:</u>	C			
<u>Testing Laboratories:</u>	C			
<u>Variety Goods:</u>	P	P	P	P
TOTAL: 39 Establishments				

CATEGORY 5: AUTOMOTIVE SERVICES

<u>Auto Parts Stores:</u>	C
<u>Auto Rental:</u>	C
<u>Auto Repair:</u> Wright's Automotive Service	C
<u>Auto Sales/Service:</u>	C
<u>Motorcycle Sales & Service:</u>	C
<u>Service Stations:</u>	C
<u>Trailer Sales/Rental:</u>	C
TOTAL: 1 Establishment	

		Zoning District			
CATEGORY 6: OFFICES AND FINANCIAL INSTITUTIONS		<u>C-1</u>	<u>C-1A</u>	<u>C-1B</u>	<u>C-1C</u>
<u>Banks & Savings & Loans Associations (6/1):</u>		C	C	C	C
City Federal Savings					
Wells Fargo					
<u>Financial Services Other than Banks & Savings and Loan Associations:</u>		P	P		C
<u>Insurance Services:</u>		P	P		C
Louis A. Reinthaler Insurance					
<u>Offices, Dental & Medical:</u>		P	C	C	
<u>Offices, General:</u>		P	P		C
<u>Offices, Government:</u>		P	C	C	
<u>Offices, Professional Other than Medical & Dental:</u>		P	P		
DiNapoli Berger, Architects					
McMillan & Olson, Attorneys at Law					
<u>Real Estate Services:</u>		P	P	P	P
Berkeley Rentals - The Connection					
Starr Real Estate					
Mark Stein					
<u>Title Companies:</u>		P	C	C	C
<u>Travel Agencies:</u>		P	P		C
Berkeley Unified Travel					
Trips Out					
TOTAL: 10 Establishments					

3.5. ISSUES

The following list is based on initial interviews and materials supplied by interested citizens.

1. Potential loss of basic neighborhood shops and services (hardware, drug, general food). The variety store has gone.
2. Trend toward specialty shops and services (boutiques, gourmet, restaurants, financial services).
3. Potential increase in absentee owners, chains, or franchises.
4. Potential for high-volume, high-impact uses (discount records, clothing, drug, large restaurant) that would be heavy parking and traffic generators.
5. Potential for invasion of shopping center or mall character on larger parcels if owners subdivide space for maximum number of small shops.
6. Trend to higher-priced shops as rents are increased.
7. Potential for establishment of "out of character" businesses, variously defined.
8. Potential for loss of continuous, largely retail sidewalk environment.
9. Potential loss of the present variety of small shops and services.

3.6. TRENDS

Many persons concerned with the future of Elmwood would like to see as little change as possible. Parking is seen as reasonably adequate, and the variety of shops and services is good, though capable of improvement. The potential for change results from the demonstrated success of restaurants and highly specialized, high-priced shops. These establishments are capable of paying much higher rent than many of the older businesses. As leases expire, owners seek the highest rents obtainable and some old businesses must leave.

The "gentrification" pressures on Elmwood result both from its location and its desirable character. Unlike many shopping areas that serve households within a relatively narrow income range, Elmwood's patrons include both the affluent and the impecunious. In 1970, the median income of families and unrelated individuals in the census tracts east of Fulton Street and south of Dwight Way was 150 percent of the Berkeley median. The 1980 census (available in late 1982) is likely to show a greater concentration of wealth. In addition, high-income hill areas of Oakland are tributary to Elmwood. Alta Bates Hospital draws 3,000 employees and visitors per day.

If current forces prevail, many businesses with low rent-paying capability will disappear or relocate to Telegraph, Shattuck, or Adeline. Taxable transactions in Elmwood (excluding food stores) increased from \$1.6 million in 1965 (in 1977 dollars) to \$3.9 million in 1977—an average of 8.5 percent per year.

Regulatory solutions to Elmwood's problems fall in two broad categories:

1. Measures that attempt to maintain a desired mix of businesses by reducing rent pressures on those least able to pay.
2. Measures that attempt to avoid adverse impacts by limiting more intensive development.

Candidate solutions are described in Section 6.

These perceptions of Elmwood's problems are preliminary and do not include the results of surveys of patrons and business operators to be conducted. Additional thoughts are welcome.

4.0. EXISTING ZONING REGULATIONS

Following are summaries of the key provisions of the three pertinent zoning districts as they were amended in 1981 prior to enactment of the interim ordinances. See the full text of the ordinance for greater detail.

4.1. C-1 DISTRICT (North Shattuck)

Primary Purpose: Encourage development in underutilized neighborhood and community shopping areas.

Permitted Uses and Conditional Uses: See Tables 2.1 and 3.1 of this report.

Hours: Use permit required for operation after 10 p.m.

Height: 50 feet (3 stories); 75 feet (6 stories) with use permit.

Maximum Floor Area: 3 times lot area.

Yards Required: Typically 5 feet adjoining an "R" district; additional yards and screening required for specified conditions.

Parking: Conditional use for more than 5 spaces; none required.

4.2. C-1A DISTRICT (Proposed by Planning Commission for North Shattuck; City Council will take no action until the current study is complete)

Principal Purpose: Provide retail goods and services for surrounding neighborhoods.

Permitted and Conditional Uses: See Tables 2.1 and 3.1 of this report.

Hours: Same as C-1.

Height: 35 feet (2 stories; 3 stories if 3rd story is residential).

Maximum Floor Area: Determined by height limit and yards.

Yards Required: Same as C-1.

Parking: Conditional use; none required.

The Co-op and Safeway supermarket sites on Shattuck are in the C-1 PS (planned shopping) district and parcels north of Rose Street are in the C-1H (hill) district. Planned shopping requires parking, but otherwise neither combining district differs from C-1 in ways significant for this study.

4.3. C-1B DISTRICT (Elmwood)

Primary Purpose: Give priority to space for retail goods and services for surrounding neighborhoods.

Permitted and Conditional Uses: See Tables 2.1 and 3.1 of this report.

Hours: Same as C-1.

Maximum Non-Retail Frontage: 40 percent of total in district.

Maximum Floor Area: Use permit required for more than 4,000 square feet per establishment.

Height: Same as C-1A.

Maximum Floor Area: Determined by height and yards.

Yards Required: Same as C-1.

Parking: Conditional use; none required.

Use Permit Criteria: Must find that proposed use:

- (a) Will not interfere with the continuity of retail or service facilities at the ground level;
- (b) Will not produce significant increases in parking and traffic congestion in the adjacent residential areas; and
- (c) Will be compatible with the purposes of the district.

5.0. ZONING SOLUTIONS IN OTHER COMMUNITIES

Half a dozen or more California cities are revising neighborhood commercial district zoning regulations to meet the concerns of neighborhood merchants and residents. Beyond the common desire that these districts serve neighborhood needs first, the intent and the regulations vary widely. The library staff of the American Planning Association in Chicago, the only national organization monitoring such trends, cites Boston as the only non-West Coast example.

Following are summaries of experience in five California cities based on review of ordinances and discussion with their planning staffs.

5.1. Sausalito

During the last ten years, the city has attempted to confine tourist-serving businesses to the downtown area. The C-R district applies to Caledonia Street, the local-serving shopping street north of downtown, and is intended to include only "commercial uses deemed reasonably necessary to serve the needs of the city's residents." The list of permitted (by right) uses excludes restaurants, furniture stores, and jewelry or apparel sales, and limits toy stores to "sales oriented to toys for children 14 years and under." Before approving conditional uses, the Planning Commission must consider:

1. Whether existing similar uses are sufficient to serve the needs of the city's residents.
2. Whether the proposed use occupies greater area than needed to serve the city's residents.
3. Whether the quality and type of merchandise or service to be offered will primarily serve the needs of the city's residents as distinguished from visitors to the city.

Although apparel and jewelry sales are excluded from the conditional use list, furniture stores, eating and drinking establishments, and several retail categories that may or may not be primarily local-serving may be approved. The only entertainment that may be approved is "live unamplified background music provided for ambience only."

The C-R regulations have been amended frequently. Prior to 1975, residents felt there were too few local-serving businesses and the list was expanded. By 1979, complaints about clothing and furniture stores led to restoring limitations.

Some businesses that have failed blamed city restrictions, claiming they must attract tourists to stay in business and thus serve residents. Administration of the regulations has not been rigid. The Planning Commission frequently has approved "other similar uses," so the planning staff believes the complaints are unfounded.

Parking is required in the C-R district at a ratio of 1 space per 250 square feet of retail area, 1 per 500 square feet of office, and 1 per 4 restaurant seats.

5.2. Oakland

Oakland's C-27 Village Commercial Zone applies to Montclair only. It resulted from requests by the Montclair business community to create a "village" with design review and sign controls and to limit ground floor uses to retail sales and services that would attract shoppers. At the time of creation of this district, 1974, there had been a proliferation of real estate offices in the retail area.

The Village Commercial Zone requires use permits for non-retail uses on the ground floor and for parking areas and driveways. Criteria for approval include:

- (a) That the proposal will not detract from the compact, integrated character of the area.
- (b) That the proposal will not impair a generally continuous wall of building facades.
- (c) That the proposal will not weaken the concentration and continuity of retail facilities at ground level, and will not break up an important shopping frontage.
- (d) That the proposal will not interfere with the movement of people along an important pedestrian walkway.

The Special Retail Commercial Zone was established in 1974 on College Avenue, and in 1981 was applied to Piedmont Avenue. Criteria similar to those for the Village Zone are applied to applications for non-retail uses in the front 20 feet of the ground floor and for parking. Gas stations are not permitted and commercial or manufacturing uses exceeding 7,500 square feet require a use permit. Design review is required.

There have been few applications for conditional use permits for ground-floor office frontage in these districts. Where offices would have interrupted retail frontage, the planning staff has recommended denial and has been supported by the Planning Commission.

Off-street parking is required at a ratio of 1 space per 200 square feet (Village) or 300 square feet to 900 square feet (Special Retail), depending on the use, for establishments having 3,000 square feet of floor area or more.

5.3. San Francisco

Interim neighborhood commercial, special use, zoning overlay districts applying to ten shopping districts expire in October 1982, but are expected to be replaced by permanent regulations. The impetus for more control was slightly different for each neighborhood, but involved a proliferation of uses that were not neighborhood-serving and that exacerbated parking, nighttime noise, and traffic problems. Some of the problem uses were bars, fast-foods, banks and savings and loans, hot-tub establishments, discos, jewelry stores (in Chinatown only), and, more recently, video game arcades. Loss of neighborhood-serving businesses is often attributed to increased rents.

Permitted uses are the retail, personal service, and other commercial establishments permitted by the base C-2 district, providing the gross floor area does not exceed 2,500 square feet and the street frontage does not exceed 30 linear feet. Drive-up uses are prohibited and off-street parking accessory to non-residential uses requires a special use permit. Vertical controls permit retail, office, or residential uses on all floors, a result of San Francisco's overall shortage of residential units and offices.

The number of financial offices, bars, restaurants, fast-foods, liquor stores, and places of entertainment is limited on the basis of street frontage. For example, six financial offices are allowed in the Union Street Special Use District by right. The Zoning Administrator may approve two more, and the Planning Commission must grant a use permit for any greater number. Criteria for approval of special uses include: distance from similar uses (varying by district), hours of operation, outdoor activities, electronic amplification, distance from residential units, and prohibition of on-site parking.

The interim regulations have been difficult to administer. Threshold numbers have not been a reliable control because the Planning Commission has approved some uses over the threshold number and refused others that were under the limits. Floor area limits have been in three categories: permitted under a certain number of square feet, conditional between that figure and a larger one, and not permitted above the larger figure. Bona fide neighborhood uses such as supermarkets have been excluded from the limits. Upper-story conflicts include retail expansion usurping office or residential space or office expansion on upper floors taking over residential units. The Planning Commission's willingness to hear all cases has caused some applicants to wait for four months for a permit hearing.

The new regulations will probably propose three categories of uses: permitted, qualified, and conditional. Qualified uses will be heard by the Zoning Administrator with staff consultation and will have strict appeal procedures, while conditional uses will be heard by the Planning Commission.

The Board of Supervisors recently rejected an ordinance that would have limited increases in commercial rents in neighborhood business districts to the percentage of increase in the Consumer Price Index.

5.4. Santa Monica

An increase in specialty shops, a decrease of neighborhood-serving uses, and a trend in some neighborhood commercial strips to the construction of office buildings have led "the Berkeley of the south" to consider revisions to its C-2 neighborhood commercial district. Hearings on regulations recommended by a Citizens' Task Force will be held this spring.

Changes would allow offices only as a conditional use and only if mixed with residential or community commercial uses; would permit residential uses above the ground floor; would require new construction to have a minimum of 30 percent of the floor area devoted to community commercial or residential use; and would allow uses other than community commercial uses with a conditional use permit only if 75 percent of the ground-floor frontage on any block is devoted to community commercial use. Community-oriented uses permitted on the ground floor would

include some not usually considered to be neighborhood commercial uses; i.e., antique and second-hand stores, feed or fuel stores, medical and dental clinics and laboratories, plumbing shops, and wholesale stores open to the public. Restaurants with fewer than 50 seats and banks would also be permitted.

Standards would limit floor area for permitted uses to 8,600 square feet or 75 feet of street frontage. Design review for residential uses and site review for commercial projects on sites larger than 70,000 square feet are proposed.

Santa Monica has been recommending that in any neighborhood commercial district, a developer must provide a certain number of housing units on-site or contribute in-lieu fees to construct housing elsewhere. A formula was proposed to determine the number of units to be provided for each use type. For example, units would be required in conjunction with office construction but not with uses deemed to be neighborhood-serving. These recommendations are being challenged in court and will not be included in the amendments currently being considered.

5.5. Beverly Hills

In response to complaints about parking overspill in residential neighborhoods adjacent to commercial districts, Beverly Hills in 1980 created a multiple-family, residential-commercial (RMCP) zoning district as a buffer. Uses permitted are multi-family residential, elderly and handicapped housing, and public parking only. Convenience retail uses require a conditional use permit, must be on the ground floor of a parking structure, and may not occupy more than 25 percent of the total floor area of the building or more than 50 percent of the ground floor.

Convenience retail services are defined as food and beverages for home consumption; hardware stores; drug stores; sale of small personal convenience items such as toiletries, tobacco, magazines, plants, and flowers; and personal convenience services such as barber and beauty shops, shoe repair, alterations, locksmiths, small appliance repair, and laundry and dry cleaning pickup stations.

6.0. CANDIDATE SOLUTIONS FOR NORTH SHATTUCK AND ELMWOOD

The general form, purpose, and problems associated with possible zoning provisions are described below. Other concepts may be added as a result of workshop discussions. The appropriate workshop for discussion of each set of regulations is indicated. Not all are equally applicable to North Shattuck and Elmwood.

Approaches other than zoning regulations, such as parking meter management or parking assessment districts, are listed only if their use would be likely to affect zoning regulations

6.1. REGULATE BUSINESS TYPES

(For discussion by Business Types workshops.)

1. Prevent entry of new region-serving uses.

Present Ordinance: C-1A and C-1B require use permits for many region-serving uses.

Purpose: Reduce traffic; reduce rent pressure.

Problems: Difficult to administer because service area for many business types is determined mainly by size, merchandise type, and management policies or capabilities. Exclusion of some region-serving businesses would result in inconvenience to neighborhood residents who patronize them. Merchants' right to choose stock would be restricted and success could be penalized.

2. Amortize and eliminate some existing region-serving uses.

Present Ordinance: No provisions for elimination of non-conforming uses except on cessation for one year. Conditional use is considered non-conforming unless a use permit is obtained.

Possible Approach: Require non-conforming uses to relocate at end of a period reasonably necessary to amortize investment in fixtures or lease.

Purpose: Same as 6.1.1

Problems: Same as 6.1.1. Weak precedent for eliminating non-nuisance uses. Some local-serving replacement uses may generate greater parking demand than the use eliminated.

3. Establish quotas by business category.

Present Ordinance: C-1B district limits services, restaurants, theater, commercial recreation, and residential uses to 40 percent of frontage in district.

Possible Approach: Set limits by category on floor space or frontage or both by district area, district frontage, or site area.

Purposes: Preserve neighborhood-oriented businesses; preserve present balance or create desired balance of use types; prevent excessive interruptions to retail frontage.

Problems: Some inequity to property owner who has less choice of tenants than another property owner with a different beginning tenant mix or whose leases expire at a different time. However, the concept of quotas is well founded in zoning practice.

May exclude some desirable businesses because no space quota is available at the time a business seeks entry to the district.

4. Limit location of offices.

Present Ordinance: C-1A and C-1B require use permits; third story may not be used for offices.

Possible Approaches: Limit percentage of frontage, do not allow interruption of retail frontage, regulate or do not permit use of frontage; do not permit offices above ground floor (to reduce intensity or allow space for housing) or do not permit on ground floor frontage (to maintain retail continuity); treat local-serving offices differently than region-serving offices.

Purposes: Reduce rent pressure on neighborhood retail businesses; avoid interruptions to retail frontage that decrease vitality; minimize commercial activity; reserve upper-level space for housing.

Problems: Replacement of ground-level offices (other than financial services) by retailing will, in most instances, increase vehicle trips.

5. Limit retail uses to ground floor.

Present Ordinance: C-1A and C-1B prohibit retailing above second story.

Purpose: Reduce total retail space potential; make space available for office or residential occupancy.

Problems: Substantial existing non-conformity in North Shattuck; reduction of retail space potential would create upward pressure on rents.

6. Limit changes in stock and merchandising that occur without change of ownership.

Present Ordinance: Regulation does not go beyond use categories, i.e., clothing and accessories.

Possible Approach: Obtain detailed description of inventory by proportions, price, sales, and promotion policies of prospective merchant before approving use permit.

Intent: Screen out stores that would not serve neighborhood or would be largely dependent on regional trade.

Problems: Extremely difficult to administer; may jeopardize businesses that must change policies to remain viable.

7. Regulate uses according to traffic generation.

Possible Approach: Exclude or limit space occupied by businesses that have high traffic and parking demands, such as fast-food and banks. This can be done by focused review of traffic potential or by selection of use categories. See Appendix Table D.

Purpose: Minimize parking and congestion problems; protect pedestrian environment.

Problems: Difficulty in predicting vehicle trip generation accurately by business type at specific location.

6.2. REGULATE SCALE OF BUSINESSES AND BUILDINGS

(For discussion by Urban Scale and Character workshops.)

1. Set maximum floor area per establishment.

Present Ordinance: C-1B sets 4,000 square foot limit unless use permit is secured; C-1A has no limit.

Possible Approach: Use present or more limiting standard. Supermarkets could be excluded from limit to avoid making them non-conforming.

Purposes: Preserve small scale and variety of districts; favor owner-operated businesses; exclude high-volume, discount-type businesses.

2. Set minimum floor area per establishment.

Possible Approach: Limit the number of retail establishments per 1,000 square feet of building area or site area.

Purposes: Exclude malls that offer very small retail spaces and are able to obtain high rents per square foot because sales volumes per square foot are high; remove incentive to divide existing stores.

Problems: Would limit opportunities for owner-operated businesses.

3. Set maximum frontage per establishment.

Purpose: Same as maximum floor area limitation.

4. Set minimum frontage per establishment.

Possible Approach: Require street frontage for all retail businesses or determine the allowable number of businesses on a site on the basis of the length of street frontage of the site.

Purpose: Same as minimum floor area requirement.

Problems: Same as minimum floor area requirement.

5. Set maximum floor area as a percentage of parcel size (floor area ratio).

Present Ordinance: C-1 limits floor area to three times lot area; C-1A and C-1B have lower effective limits resulting from yard and height standards.

Possible Approach: Limit either total area or total retail or commercial area to a percentage of lot area. The total allowable floor area could be higher to allow for residential space. By setting limits lower than the present ordinance, the potential for replacement of existing commercial buildings or for additions to them could be reduced.

Purposes: Reduce commercial intensity and attendant parking and traffic demand; create incentive for adding housing.

Problems: Would create rent pressure on available space.

6. Set maximum commercial floor area in district.

Possible Approach: Limit either total or category subtotals either on a first-come basis or by a rationing system.

Purpose: Control commercial intensity and attendant parking and traffic demand.

Problems: Could create a rush to expand to ordinance maximum; would create rent pressure on the limited supply of available space; would not treat all parcels equally.

7. Require new buildings to be two or three stories.

Possible Approach: Require setbacks or limit buildings to two stories where privacy or sunlight for adjoining residential uses would be affected.

Purposes: Maintain or enhance street scale and enclosure; increase housing supply if housing required above first floor.

Problems: May affect privacy and sun on adjoining residential lots.

8. Reclassify parcels or portions of parcels not in commercial use and adjoining "R" districts to an "R" district (may apply to North Shattuck only).

Purposes: Reduce commercial development potential; conserve and increase housing supply.

Problems: Would create rent pressure on available space.

6.3. HOUSING AND RESIDENTIAL AREAS

(For discussion by Impacts on Residential Areas; Housing Supply workshops.)

- 1. Require a minimum ratio of residential floor area to commercial floor area in new developments.**

Purposes: Increase housing supply; reduce potential commercial floor area; encourage two- or three-story construction.

Problem: Would create rent pressure on available commercial space.

- 2. Allow only residential use above ground floor.**

Purposes: Increase housing supply; reduce potential commercial floor area; reduce incentives to replace existing one-story commercial buildings.

Problem: Would create rent pressure on available commercial space.

- 3. Regulate yards, heights, and openings to maintain residential quality on adjoining lots in "R" districts.**

Present Ordinance: A 35-foot structure may be 5 feet from a side or rear property line in an "R" district.

Possible Approach: Set height and yard requirements to maintain sun exposure.

Purpose: Prevent potential blighting effect of intensive commercial development adjoining residential development.

6.4. PARKING

(For discussion by Transportation, Traffic, and Parking workshops.)

- 1. Do not permit additional off-street parking.**

Present Ordinance: Parking requires use permit in C-1A and C-1B and use permit for more than five cars in C-1.

Purposes: Avoid attracting more automobile traffic; discourage entry of high-volume, high-rent tenants that must have off-street parking; avoid unsightly parking lots or structures.

Problems: Would increase misuse problem for private lot owners; would increase nuisance for adjoining residential areas; would slow or limit increases in total business volume.

2. Require parking for all new or converted commercial structures.

Possible Approach: Require off-street parking approximating demand generated by each establishment to be provided on-site or within a specific distance. A payment (probably \$10,000 or more per space) in lieu of providing the spaces could be charged for small parcels where parking would be disruptive or impractical, or for all development if an assessment district is planned.

Purposes: Relieve parking problem; limit expansion of commercial floor area.

Problems: The high cost of providing parking would require high rents and would attract high-volume tenants, discouraging owner-operated businesses; traffic would increase; pedestrian environment and appearance could deteriorate if parking location and design is not effectively controlled.

3. Require parking for any intensification of use.

Possible Approach: A real estate office could not be converted to a restaurant, for example, unless parking were provided or an in-lieu fee paid.

Purposes: Relieve or avoid increasing parking problems; create incentive for existing or similar businesses to remain.

Problems: May effectively limit an owner's choice of tenants, but is a common Zoning Ordinance provision; other problems same as 6.4.2.

4. Link zoning provisions to a specific or potential parking assessment district.

Possible Approach: All changes of use would require a waiver of right to protest an assessment for parking and all intensifications of use would require in-lieu payments and the waiver. Because unspent in-lieu payments would be a severe hardship on businesses, sites should be identified and assessment proceedings commenced promptly. If parking structures are appropriate (as both land values and visual concerns suggest), early agreement on use of existing parking sites, if obtainable, would speed the process.

Purposes: Meet parking needs with minimum hardship to new commercial development.

Problems: Same as 6.4.2.

5. Set parking meter fees to cover enforcement costs only, rather than to raise revenue.

Purpose: Lower charges would reduce reluctance to use curb parking and would relieve misuse of existing private off-street parking.

Problems: Loss of revenue that is needed for citywide purposes or that might be used to help pay for public off-street parking.

6. Establish neighborhood preferential parking programs.

Possible Approach: Extend the system being tried in the Bateman neighborhood to all neighborhoods sufficiently affected by employee or commuter parking to be willing to accept the cost and inconvenience. Residents would buy annual permit stickers; non-residents would be limited to two hours during the day.

Purpose: Eliminate employee and commuter parking in regulated neighborhoods.

Problems: Would cause some nuisance for residents and their guests; would not eliminate shopper parking; would tend to transfer employer and commuter parking to nearest unregulated area.

6.5. APPEARANCE

(For discussion by Urban Scale and Character workshops.)

1. Establish design review requirements for all new structures, remodeling, signs, and repainting.

Possible Approach: Set objective standards that can be administered by staff ("no blank walls") or more subjective standards that would be administered by the Board of Adjustment or an architectural review committee ("must be harmonious").

Purposes: Minimize the possibility of a garish storefront that could affect the entire district; prevent use of "trademark" standard designs by chains or franchise operators.

Problems: Time consuming; could result in blandness; could be used to block projects for reasons not directly related to design.

2. Designate Elmwood district as a National Register Historic District.

Possible Approach: City designation would be followed by certification by the State Office of Historic Preservation and the National Trust for Historic Preservation.

Purposes: Preserve character of district; qualify building owners to receive investment tax credit for rehabilitation.

Problems: Requires consent of 50 percent of the owners within the district.

3. Do not allow off-street parking that interrupts retail street frontage or increases traffic on residential streets.

Present Ordinance: Use permit required.

Possible Approach: Strengthen existing criteria for use permit approval.

4. Require street frontage retail or service use on all parking sites.

Possible Approach: Ground-level parking adjoining street frontages could be prohibited or could be permitted only on assessment district sites or on the sites of existing parking lots.

Purposes: Prevent disruption of retail frontage; avoid visual nuisance and suburban look.

6.6. SPECIFIC REGULATIONS VS. DISCRETIONARY REVIEW

(For discussion by What Should be Permitted by Right? workshops.)

1. Write regulations to minimize amount of discretionary review of changes of use and development projects.

Present Ordinance: Zoning Officer acts on conditional use permits or refers to Board of Adjustment if application "has special neighborhood or community significance"; appeal to City Council.

Possible Approach: Reduce list of conditional uses to include mainly public and quasi-public uses; set more specific criteria than "will not produce significant increases in parking and traffic congestion."

Purposes: Avoid stress for applicant and neighborhood; avoid discouraging owner-operated businesses that cannot afford delay or cost in pursuing a controversial use permit.

Problems: Inability to fine-tune criteria for each application may screen out some desired businesses and admit some that would have been rejected at a use permit hearing.

2. Make all region-serving uses and deviations from scale standards (such as maximum store size, frontage, etc.) subject to a conditional use permit or a variance, as appropriate).

Possible Approach: Retain current provisions.

Purposes: Allow decisions that cannot be made using readily measurable criteria; i.e., whether a restaurant "will serve surrounding neighborhoods" or will "be compatible with these commercial activities."

Problems: Decisions could be inconsistent and unpredictable, creating uncertainty for both neighborhoods and applicants.

7.0. SURVEYS

Zoning proposals will be based on surveys of land use, parking, and traffic, and on information and opinions obtained from patrons, business operators, and owners and developers. The Elmwood Preservation Alliance (EPA) has begun a survey of shoppers, conducted by volunteers from the community, in order to determine the nature of shoppers' visits, residence location, transportation mode, and if driving parking location. The EPA expects to survey between 300 and 400 shoppers by February 15. EPA members and Blayney-Dyett (B-D) have cooperated on the development of the survey questionnaire, which is included with this report as Exhibit A.

B-D, with the assistance of two University of California work-study students hired by the City of Berkeley, will conduct a similar survey of shoppers in the North Shattuck area in late February. The survey form to be used in North Shattuck differs only slightly from the Elmwood one, and is included in the report as Exhibit B.

B-D will be mailing a survey questionnaire to North Shattuck business district tenants during the week of February 17. The purpose of this survey is to obtain information about the characteristics of each business that may be relevant to Zoning Ordinance amendments (Exhibit C). The EPA is conducting its own survey of merchants in the Elmwood district, which has been coordinated with B-D and differs slightly from the B-D questionnaire for North Shattuck. B-D has also been interviewing property owners, brokers, and developers in both areas.

A survey of existing land uses in both districts has been completed by the work-study students but has not yet been mapped. A survey of the parking and circulation characteristics is underway for both districts, and traffic counts will be conducted in each district at key intersections, noting traffic volumes and turning movements during peak traffic periods. Pedestrian movements and truck loading practices will also be observed.

APPENDIX

**APPENDIX TABLE A
TENANTS MOST FREQUENTLY FOUND
IN NEIGHBORHOOD SHOPPING CENTERS***

<u>Rank</u>	<u>Tenant</u>	<u>Leasable Area</u>	<u>Median 1978 Sales Per Sq. Ft. of Gross Leasable Area</u>	<u>Rent Ratio**</u>
1	Supermarket	22,648	\$179	1.3
2	Beauty	1,200	48	2.2
3	Barber	640	37	2.0
4	Cleaners & Dryers	1,600	33	2.0
5	Drug	4,900	78	1.6
6	Ladies Ready-to-Wear	1,680	50	2.2
7	Restaurant Without Liquor	2,400	72	2.5
8	Fast-Food/Carry-Out	1,410	96	3.2
9	Restaurant With Liquor	3,600	76	2.6
10	Laundry	1,500	17	1.9
11	Medical & Dental	1,004	—	2.5
12	Liquor & Wine	2,300	131	2.3
13	Banks	2,539	—	2.2
14	Radio, TV, Hi-Fi	2,000	98	2.0
15	Real Estate	1,200	—	3.0
16	Cards & Gifts	1,810	40	2.2
17	Super Drug	15,000	89	1.3
18	Hardware	6,000	35	1.4
19	Variety Stores	10,160	38	1.0
20	Jewelery	970	61	2.5

*Nationwide Survey.

**Median rent per square foot divided by median paid by lowest-paying tenant group (variety stores).

Source: The Urban Land Institute. Dollars and Cents of Shopping Centers, Washington, D.C., 1978.

**APPENDIX TABLE B
POPULATION PER RETAIL
BUSINESS ESTABLISHMENT BY TYPE
OF BUSINESS, ALAMEDA COUNTY, 1981***

<u>Type of Business</u>	<u>Population Supporting Each Establishment</u>
Women's Apparel	4,000
Men's Apparel	10,000
Family Apparel	7,500
Limited-Priced Variety	24,000
Department & Dry Goods	8,300
Drug Stores	5,600
General Merchandise Stores	28,000
Gifts, Art Goods, & Novelties	4,700
Sporting Goods	6,600
Florists	8,200
Photographic Equipment & Supplies	25,000
Musical Instruments	9,000
Stationery & Books	5,000
Jewelry	8,500
Food Stores Selling All Types of Liquors	4,600
All Other Food Stores	1,600
Packaged Liquor Stores	3,000
Eating Places - No Alcoholic Beverages	1,000
Eating Places - Beer & Wine	1,400
Eating & Drinking - All Types of Liquor	1,900
Household & Home Furnishings	2,100
Household Appliance Dealers	5,900
Hardware Stores	13,000
Plumbing & Electrical Supply	28,000
Paint, Glass, & Wallpaper	15,000
Service Stations	1,700

*Total population: 1,105,000.

Source: California State Board of Equalization, Taxable Sales in California, Second Quarter 1981.

**APPENDIX TABLE C
MARKET AREA POPULATION***

	<u>1970</u>	<u>1980</u>
North Shattuck	19,680	18,580
Elmwood	18,990	17,690

*Berkeley portion only.

Note: See text for description of areas included. Elmwood market area is shared with Rockridge and Sather Grove.

**APPENDIX TABLE D
RATIO OF VEHICLE TRIPS
GENERATED PER GROSS
SQUARE FOOT OF FLOOR AREA**

<u>Type of Establishment</u>	<u>Daily Vehicle Trips Per 1,000 Square Feet of Floor Area</u>
Doctor's Office	50
Neighborhood Shopping Center	101
Regional Shopping Center	31
Fast-Food Restaurants	900
Sit-Down Restaurants	50
Freestanding Stores	47

Source: State of California Department of Transportation,
Progress Report on Trip-Ends Generation Research Counts,
1975.

Note: This information is collected by Caltrans primarily at
suburban shopping centers and may not be applicable to
Berkeley.

<u>Type of Establishment</u>	<u>Daily Vehicle Trips Per 1,000 Square Feet of Floor Area</u>
Banks:	
Walk-in	169.0
Drive-in	192.0
Hardware Stores	51.3
Restaurant:	
Drive-in	553.0
High Quality	56.3
High Turnover Sit-down	164.0
Seven-Eleven Type Market	322.0 (16 hrs/day)
	577.0 (24 hrs/day)
Savings and Loan:	
Walk-in	61.0
Drive-in	74.0
Supermarket	125.0

Source: Institute of Traffic Engineers, Trip Generation, 2nd
Edition, 1979. (National data.)

EXHIBIT A
ELMWOOD ZONING COMMITTEE SHOPPER'S SURVEY FORM

Introductory statement to be read to people participating in survey
(why we are doing this)

I am working with the Zoning Committee of the Elmwood Preservation Alliance. We would like to ask you a few questions about the Elmwood Commercial District which is located here on College Avenue between Russell and Webster streets. We are conducting this survey to get your views on the Elmwood today and in the future. This survey will help us and the city to evaluate current zoning regulations and proposed changes to be made to help the shopping district better serve the surrounding neighborhoods and the community at large.

Note:

The Elmwood does not include Derby and College where the Ecology Center is or College and Alcatraz where the Buttercup and Curds & Whey are.

If people want to discuss the issues send them up to the EPA table in front of Beretta's/Ozzie's.

Stress you are with the Zoning Committee - otherwise people tend to think this is a pitch for the Alliance and walk on by saying they have already talked to people at the table about it.

To be determined by surveyor

Sex: M___ F___
Age: Teen___
Adult___
Senior___

Shopper Survey

Date _____

Time _____

Location _____

Name _____

1. Here is a list of services in the Elmwood Commercial District. Which ones will you visit today? (Mark with an X) (give them separate sheet)
2. Do you plan to purchase any goods or services on this visit today?
Yes ____, No ____.
3. Do you go to the Elmwood: several times a week ____, once a week ____, several times a month ____, rarely ____?
4. Do you avoid the Elmwood at certain times because of certain problems?
Yes ____, No ____
If yes, what problems? _____
5. How did you get to the Elmwood: car ____, bus ____, taxi ____, foot ____, bike ____, other _____.
6. If you drove, where did you park? _____
7. Do you know there is a public parking lot on Russell below College?
Yes ____, No ____.
8. Did you come to the Elmwood from: home ____, work ____, school ____, shopping ____ (if yes, where? _____), other _____?
9. Are there any stores you would like to see open in the evening?
Yes ____, No _____. If yes, what ones _____
10. Are there any stores you would like to see open on Sundays?
Yes ____, No _____. If yes, what ones _____
11. What city do you live in? _____
 - a. If Berkeley - get cross-streets and area/district name

 - b. If Oakland - get cross-streets and area/district name

12. Here is a list of services not currently available in the Elmwood. Please indicate how important they are to you by marking as indicated. (give them separate sheet)
13. Other comments you may wish to make. (use back of form if necessary)

1. Here is a list of services in the Elmwood Commercial District.
Which ones will you visit today? (Mark with an X)

Art/crafts	_____	Gifts	_____	Post Office	_____
Bakery	_____	Guns	_____	Potted Plants	_____
Bank	_____	Hairdresser	_____	Produce	_____
Barber	_____	Hardware	_____	Realtor	_____
Bookstore	_____	Health Food	_____	Restaurant	_____
Candy	_____	Ice Cream	_____	S & L	_____
Cleaners	_____	Insurance	_____	Seven-Eleven	_____
Clothing	_____	Jewelry	_____	Shoes	_____
Coffee/Tea	_____	Kitchenware	_____	Shoe Repair	_____
Copy Service	_____	Laundromat	_____	Sports Goods	_____
Doughnuts	_____	Legal Services	_____	Stationery	_____
Drug Store	_____	Library	_____	Toys	_____
Elec. Repair	_____	Movie	_____	Travel Service	_____
Florist	_____	Optical	_____	Women's Access.	_____
Furniture	_____	Pet Store	_____	Yardgoods	_____
Garage	_____	Photo	_____	Yogurt	_____
Other	_____				

10. Here is a list of services not currently available in the Elmwood.
Please indicate how important they are to you by marking:

	<u>High</u>	<u>Medium</u>	<u>Low</u>	<u>No Opinion</u>
Bike Store	_____	_____	_____	_____
Butcher	_____	_____	_____	_____
Cheese Store	_____	_____	_____	_____
Delicatessen	_____	_____	_____	_____
Fresh Fish	_____	_____	_____	_____
Hard Liquor	_____	_____	_____	_____
Men's Clothing	_____	_____	_____	_____
Music Store				
Records	_____	_____	_____	_____
Other	_____	_____	_____	_____
Small Grocery	_____	_____	_____	_____
Wine/beer	_____	_____	_____	_____
Variety Store	_____	_____	_____	_____
Other:				
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

EXHIBIT B

NORTH SHATTUCK PATRON INTERCEPT SURVEY FORM

Hello. This is a survey for the City of Berkeley on views of the North Shattuck shopping district patrons. We need your answers to ten questions.

1. What businesses are you visiting on this trip?

_____ None, I work in the district.	_____ Engineer
_____ Acupressure	_____ Fabric Store
_____ Alarms	_____ Fish Store
_____ Antiques	_____ Florist
_____ Architecure/Planning	_____ Food Market
_____ Art Gallery	_____ Framing
_____ Art Supplies	_____ Furniture
_____ Arts & Crafts	_____ Garden Supplies
_____ Auto Repair	_____ Gas Station
_____ Bakery	_____ Government Offices
_____ Bank	_____ Hairdresser
_____ Barber	_____ Hardware
_____ Bath Products	_____ Health Food
_____ Book Store	_____ Hotel
_____ Cameras	_____ Housewares
_____ Candy	_____ Ice Cream
_____ Cheese Shop	_____ Jewelry
_____ Cleaners	_____ Laundromat
_____ Clothing Store	_____ Legal Service
_____ Coffee/Tea Store	_____ Light Fixtures
_____ Computers	_____ Meat Market
_____ Copy Service	_____ Musical Instruments/Materials
_____ Delicatessen	_____ Offices
_____ Dentist	_____ Optometrist
_____ Drug Store	_____ Pasta

- ☐ Pediatrics
- ☐ Phone Center
- ☐ Photo
- ☐ Plumbing
- ☐ Post Office
- ☐ Radio/Television
- ☐ Realtor
- ☐ Record Store
- ☐ Restaurant
- ☐ Savings and Loan
- ☐ Sporting Goods
- ☐ Stationery
- ☐ Tailor
- ☐ Testing Laboratory
- ☐ Travel Service
- ☐ Variety Store
- ☐ Veterinarian
- ☐ Wine

2. In which area on this map do you live?

- ☐ Area 1 ☐ Area 2 ☐ Area 3
☐ Area 4 ☐ Area 5

3. Did you come to North Shattuck from:

- ☐ Home ☐ School ☐ Shopping
☐ Work ☐ Other

4. How did you get here?

- ☐ Bicycle ☐ Bus ☐ Car Driver
☐ Car Passenger ☐ Walk ☐ Other

5. CAR ARRIVALS ONLY

Where is your car parked?

- ☐ Off-Street Lot ☐ Metered Curb ☐ Unmetered Curb

6. How often do you come here?

____ Daily ____ 2-5 times a week ____ Weekly
____ 1-3 times a month ____ Less than once a month

7. How often do you shop in downtown Berkeley?

____ Daily ____ 2-5 times a week ____ Weekly
____ 1-3 times a month ____ Less than once a month

8. What new businesses would you like to see here?

9. Are there any existing businesses you would like to see move from this district to another part of Berkeley?

10. Is more off-street parking needed?

____ Yes ____ No Where? _____

If interviewee wants to know the purpose of the survey: Basis for revising zoning regulations that determine types of businesses to be permitted and possibly to add parking requirements for new commercial buildings in North Shattuck.

Interviewee (by observation)

____ M ____ Under 25 ____ Date
____ F ____ 25-50 ____ Time
 ____ Over 50

EXHIBIT C

CITY OF BERKELEY: SURVEY OF NORTH SHATTUCK BUSINESS DISTRICT TENANTS

Dear Businessperson:

The City of Berkeley has retained Blayney-Dyett, Urban and Regional Planners, to prepare zoning ordinance amendments for the North Shattuck and Elmwood commercial areas. The purposes will be to prevent parking and traffic problems in adjoining neighborhoods and to prevent replacement of community-serving uses with regionally oriented shopping complexes.

To do our job well, we need the following information about your business. Please complete the form and mail by _____ in the enclosed stamped envelope. If you want to discuss the study or give us the information on the phone, call Joan Young at 421-7735. If we don't hear from you, we will attempt to reach you at your place of business or on the phone.

We will not use any of the information not available from observation in a way that would allow it to be attributed to an individual business. Your cooperation in providing complete answers will improve the study, but we recognize that some businesses may not wish to disclose some of the information requested.

Name of Person Responding: _____
Telephone No.: _____

1. Business Name: _____
2. Type of Business: _____

SPACE AND LOCATION

3. Number of years at location:
____ Less than 1 ____ 1-5 ____ 5-10 ____ More than 10
4. Approximate floor area, in square feet: _____
5. Monthly Rental Amount: _____
(If provided, will be used only to describe rental ranges.)
6. Lease Termination Year: _____

7. Does the amount of space meet your present needs? ____ Yes ____ No
____ Need more space ____ Need less space
8. Does your location meet your present needs?
____ Yes ____ No
9. If you would consider moving to satisfy space, location, or rent requirements, would you consider:
____ Other locations close to your present location
____ Downtown Berkeley
____ Elsewhere in Berkeley
____ Outside Berkeley

PATRONAGE CHARACTERISTICS

10. Approximate number of daily visitors to your establishment: ____
11. Approximate average daily sales transactions to patrons on the premises: ____
12. Estimate the mode of travel of your patrons, in percentages:
____ % Car ____ % Bus ____ % Bicycle
____ % Walk from home ____ % Walk from employment
13. Estimate the percentage of your patrons living more than one-half mile away:
____ Less than 25% ____ 25-75% ____ More than 75%

OTHER BUSINESSES

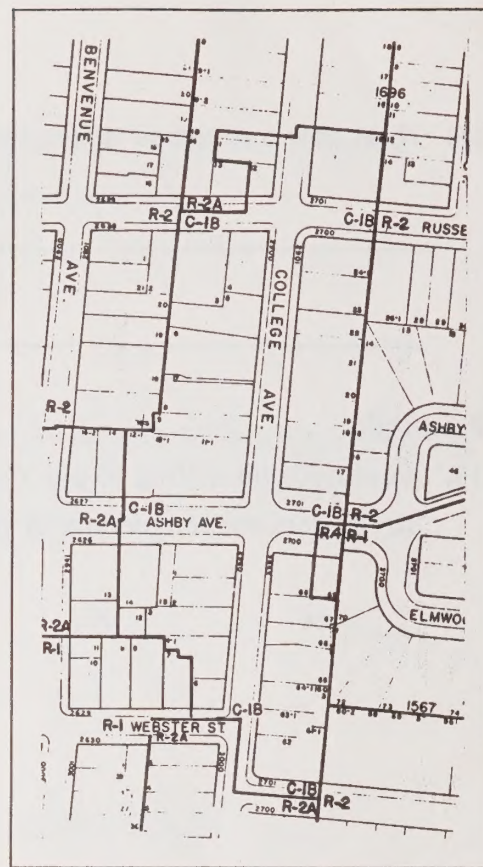
14. Which businesses in the district, if any, are particularly important to you because they attract persons who patronize your business?
- _____
- _____

15. What new businesses would you like to see in the district?

PARKING

16. Would you be willing to pay directly or through your lease for additional off-street parking convenient to your patrons?

___ Yes ___ No ___ Maybe



North Shattuck Commercial Area